EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF EMERGENCY PLANNING
Washington, D. C. 20504

OEP CIRCULAR 5600.1C

TO: Federal Departments and Agencies

SUBJECT: National Objectives and Subobjectives for Civil Emergency Preparedness

1. Purpose. This Circular describes national objectives and subobjectives for civil emergency preparedness.

2. Cancellation. OEP Circular 5600.1B, dated May 23, 1967, is hereby cancelled.

3. Scope. The guidance of this Circular applies to all Federal departments and agencies having civil emergency preparedness functions assigned by statute, Executive order, or other authority.

4. Required Action. Each department and agency shall determine its program objectives on or before July 1 of each year for the subsequent five-year period in accordance with instructions provided by OEP.

5. Effective Date. This Circular is effective the date of issuance.

Price Daniel
Director

Attachment

PART I
INTRODUCTION

1. Ultimate Objective

To achieve and maintain national preparedness to support various degrees of mobilization of our human and material resources as may be required to deal with a full range of international or war situations in order to meet essential human needs, to preserve our democratic institutions, to enhance our way of life, and to survive as a free and independent nation.

2. Sources

The National Plan for Emergency Preparedness states the purposes and objectives which govern civil emergency planning. It describes the program elements in separate chapters and indicates the objectives of each program element, together with the principles, policies, responsibilities, and broad courses of action to be followed in achieving these objectives. Executive orders have been promulgated which stipulate the preparedness responsibilities of appropriate Federal agencies.

Emergency preparedness programs are also reflected in the budgets, work programs, and reports of the Federal agencies, the States, counties, cities, and in the programs of certain businesses and industries. Official assumptions for emergency preparedness planning are issued by OEP.

3. Scope of Civil Emergency Preparedness

a. Emergency preparedness planning needs to take account of the whole spectrum of contingencies that may affect the national security interests of the United States. Three contingencies describe broadly the different situations that may be encountered:

(1) Contingency I is the involvement of the U.S. in International Tension.

> Def: International Tension is conflict including a wide variety of occasional, acute or persisting crises short of overt armed conflict involving regular forces on a major scale. Cold war, incidents, guerrilla warfare, insurrection, insurgency and counterinsurgency, subversion, and hostile economic measures are among the forms of this kind of conflict.

(2) Contingency II is the involvement of the U.S. in Limited War wherein U.S. General Purpose forces up to approved force levels are used.

> Def: Limited War is armed conflict short of general war, exclusive of incidents, involving the overt engagement of the military forces of two or more nations. (Incidents are brief clashes or other military disturbances generally of a transitory nature and not involving protracted hostilities.)

(3) Contingency III is the involvement of the U.S. in General War including nuclear attack on the U.S.

> Def: General War is armed conflict between major powers in which the total resources of the belligerents are employed, and the national survival of a major belligerent is in jeopardy.

The definitions of Limited War (and Incidents) and General War are from the "Dictionary of the United States Military Terms for Joint Usage," (JCS Pub. 1). The definition of International Tension is intended to cover the remainder of the spectrum of conflict.

The contingencies, as distinguished from the definitions, are concerned with U.S. involvement in the several kinds of conflict. It is not expected that all threats to the U.S. national security will necessarily fit neatly into the contingency descriptions since the dividing lines cannot be sharply drawn.

b. An acceptable level of civil preparedness can be achieved only if optimum use is made of existing resources and authorities, and those which become available in the future. Preparedness factors must be identified and included as part of the development and implementation of on-going and new programs.

4. Assumptions

a. Situations of International Tension and Limited War are more likely than General War.

b. The existence of a Limited War does not preclude the occurrence of situations of International Tension or of another Limited War at the same time.

c. If General War should occur within the next decade, it is more likely to result from escalation of other conflict accompanied by misunderstanding or miscalculation than from deliberate aggression and surprise attack, though the latter is possible.

d. The termination or de-escalation of a Limited War may be accompanied by substitution of one resource requirement for another rather than rapid decrease in total requirements.

For further guidance on assumptions, reference should be made to Chapter I of The National Plan for unclassified statements or to Guidance for Civil Emergency Preparedness (Secret) for classified statements.

PART II
NATIONAL OBJECTIVES AND SUBOBJECTIVES

1. NATIONAL OBJECTIVE I: To insure the Capability of Essential Government Institutions to Function Across the Full Range of Emergency Conditions.

a. Executive Direction. The objective is to establish and maintain day-to-day supervision over the achievement of emergency preparedness. This includes such measures as coordination and direction; establishment and maintenance of professional staffs; promulgation of principles, responsibilities, and policy guidance including official assumptions and emergency preparedness objectives; identification and solution of problems; regular reviews and evaluation of progress.

b. Emergency Organization, Staffing, and Training. The objective is to facilitate conversion to emergency duties under the diverse conditions of International Tension, Limited War and General War. Since the conversion may be sudden or gradual, total or partial, this includes such measures as identification of essential and non-essential functions for each of the contingencies; designation and orientation of successors; maximum use of the capabilities, personnel, and resources of existing government agencies; plans for the establishment of required emergency organizations; organization and staffing patterns; selection and assignment of personnel including Executive Reservists; training personnel; and testing plans and personnel.

c. Emergency Actions and Procedures. The objective is to preserve and adapt political authority under the diverse conditions of International Tension, Limited War, and General War. It includes such measures as development of suitable emergency authorities and legislation; delegations of authority; emergency plans, documents, and manuals;

emergency procedures for alerting and response to warning, and relocation of personnel; and arrangements for care of dependents.

d. Emergency Facilities. The objective is to have, in event of major emergencies, suitable arrangements for the continuation of essential elements of Federal, State, and local governments. It includes such measures as provision of emergency operating centers; preservation of essential records; establishment of reliable communication systems; and the maintenance of such arrangements in a ready condition.

2. NATIONAL OBJECTIVE II: To Develop and Use the Resources of the United States to Achieve National Security Objectives.

a. Analysis and Projection. The objective is to develop and maintain essential data on the current and future relationships between available resources and the requirements generated by situations of International Tension and Limited War or by General War. It includes appropriate current surveillance; resource analysis systems; long-term trend analysis; specific supply-requirements studies; and resource evaluation to identify favorable and unfavorable balances. It provides essential inputs for economic base, resource management and economic stabilization planning.

b. Economic Base. The objective is to develop and maintain resource strength and resilience suitable to meet the minimum essential demands of various contingencies. It includes measures for increases in supply through such means as emergency stockpiles, identification of substitutes, and expanded productive capacity (through purchase guarantees, tax incentives, subsidies, etc.); the development of multiple foreign and domestic sources of materials; improved transportation facilities; and decreases in requirements through more efficient use of resources in providing goods and services.

c. Resource Management. The objective is to coordinate the use of resources to meet demands generated by International Tension, Limited War, or General War, and to use economic strength for national security purposes as a complement to military or diplomatic measures. It includes such measures as materials controls (priorities, allocations, limitation orders); stockpile management and disposal; manpower programs and policies; determinations on application of the "Buy American" act; export-import policies; central resource management; State and local operations where decentralized decision-making is necessary; and guidance to and cooperation with the private sector of the economy.

d. Economic Stabilization. The objectives are to restrain and combat inflation; preserve and stabilize the Nation's monetary, credit, and banking systems; provide incentives where desirable; and assure

conservation and equitable sharing of available goods and services. Measures required to achieve economic stability may range from comparatively mild adjustments (such as modifications of fiscal and monetary policies and voluntary savings programs) to more stringent measures (such as substantially increased taxes; mandatory savings programs; credit controls; price, wage, salary, and rent controls; consumer rationing; and the indemnification or equitable sharing of war losses).

3. NATIONAL OBJECTIVE III: To Protect the People of the United States Against Nuclear Attack and Provide Emergency Life-Saving Services.

a. Shelter Systems. The objective is to save lives by providing a reasonable degree of protection against radioactive fallout for the entire population of the Nation. It includes such measures as maximum utilization of existing structures affording suitable shielding supplemented, in deficit areas, by design of maximum fallout shielding in new construction and other provisions of shelter, including preparations for expedient shelter construction; the provision of essential minimum survival supplies and equipment in or near shelter areas; and community plans for the occupation and management of shelters.

b. Warning and Instructions. The objective is to save lives by providing timely warning to the population and Federal, State, and local government of enemy attack and by providing instructions on appropriate actions to be taken to counter the effects of attack including actions to increase civil defense readiness in times of crisis. It includes such measures as a Civil Defense Warning System responsive to present and future weapons delivery capabilities and coordinated with military detection and warning systems; policies and procedures for appropriate action during periods of increased readiness and on warning at Federal, State, and local levels; and the capability to issue emergency information and instructions at Federal, State, and local levels.

c. Emergency Services. The objective is to carry out damage-limiting and life-saving services at all levels of government. It includes such measures as physical preparations, emergency communications systems, radiological monitoring and reporting systems, and damage assessment systems in support of both civil and military operations; operation of such emergency community services as fire, police, health and medical, welfare, and engineering; guidance on facilities protection; and the emergency repair and restoration of essential utilities. Also included are systems and procedures for military support of civil defense and reciprocal civil government agreements for support of military operations.